DEATH PENALTY COMMISSION

Phoenix, Arizona July 8, 2002 10:00 a.m.

TRANSCRIPT OF PROCEEDINGS

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Phoenix, Arizona
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10:10 a.m.

MS. NAPOLITANO: Thanks to everybody for coming on somewhat short notice. The purpose of today's meeting is really one-fold, and that is to discuss what legislation should be tendered to the Arizona Legislature in light of the US Supreme Court's decision in Ring, which was incredibly well-argued by the State, but it didn't turn out that way.

What I thought I would do, and what we have tried to get to over the last week, the reason for the somewhat short time frame is that there is some interest in the Legislature of addressing this very expeditiously. In fact, I think both the Speaker and the President, Speaker of the House and President of the Senate, really wanted to go in tomorrow in a special session.

I suggested, as well as some of my colleagues, that this required a little more thinking and to make sure that everybody who has a stake in the process had an opportunity to be heard. It seemed to me that this group, which is comprised of so many different stake holders in the process, was a good group to bring together to take comments and thoughts and so forth.

Now, this special session has not yet been

1 called, and I don't know when it will be, but my best estimate would be at the end of July or the very beginning I think there is some -- I don't know. guys have some legislative conferences or things like You still going to those? that. SENATOR SMITH: No. I'm not wrapping on 6 7 doors. I'm not walking the streets. MS. NAPOLITANO: Is that why you look so 8 9 happy and relaxed? SENATOR SMITH: I hope to tell you... 10 MS. NAPOLITANO: Trade ya. 11 Anyway, well, so that's three or four weeks 12 from now. 13 14 Now, also by way of background, the Arizona 15 Prosecuting Attorneys Counsel, APAAC, met last week, and 16 that is comprised of all 15 county attorneys, the Attorney General, and a representative from the Court, which is 17 Dave Buyers (phonetic), who is the Court Administrative Officer, to look at some draft legislation. And we have given you -- and it's marked Draft 3, dated 7/5/02, the 21 most recent form of that legislation that APAAC endorsed. Rather than have you go through all 22 23 13 pages, I thought I would ask Paul McMurdie, who has been working on the drafting, to come forward and tell you 24 25 what the issues were that were confronted in the draft and

1 how the draft deals with those issues. Then after Paul 2 makes the presentation, I thought we would open it up to Q and A to him and then see where people are, whether they are comfortable with the draft, whether there are things that need to be added, and we will go from there. Paul?

MR. CARDENAS: Janet, before you begin, I just wanted to note my presence.

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Thanks, Jose. MS. NAPOLITANO: We are also by way -- we are, as we have done with all capital case commission meetings, having this recorded by a court reporter, and we will get an expedited transcript. people want to register agreement, dissent, or what have you, there will be a record of that.

MR. McMURDIE: Good morning. The first thing is the APAAC decided to recommend that it be jury sentencing in the purest form and that the jury would decide between the three options available after a conviction of first degree murder. That would be, they would decide between death, natural life, or a life If the State does not allege that they are sentence. going to seek the death penalty, then it would remain with a judge to determine whether it be life or natural life.

The aggravating circumstances would remain the same so that there would not be a substantive change

1 in the legislation. So that it could apply retroactively under Dobert (phonetic) versus Florida. The phases of the proceedings would go as there would be a normal trial.

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At the end of the trial phase, there would be an aggravation phase where the State would prove 1 of the 10 aggravators. If the State proves an aggravator, it would go to the Penalty Phase. At the Penalty Phase, anything in mitigation could be presented.

The jury does not have to unanimously agree It's up to each individual juror. That's on mitigation. based on a case out of Maryland, Mills versus Maryland. The jury would then vote to determine which of the three sentences are available.

It does require juror unanimity. aggravation phase, the jury has to be unanimous concerning the aggravators. If there is a hung jury, if they cannot resolve the issue, it does allow for the jury to be re-impaneled. It's the same with the Penalty Phase. Ιf the jury can't agree on the penalty, again, it's a hung jury, and the jury can be re-impaneled. And I believe that goes through the three --

MS. NAPOLITANO: Paul, why don't you walk 23 the commission through what happens if a case is death-noticed and the jury decides not to impose the death penalty. What would happen then?

MR. McMURDIE: If the jury decides not to 2 impose the death penalty, then it would go to a judge to determine whether it was natural life or life. some point in time if in the proceedings, they can find no aggravators, then it would go to a judge to impose life or natural life. The same with the penalty phase. If they unanimously agree that death is not the correct option, then it would go to the judge to determine that it was life or natural life.

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MS. NAPOLITANO: Also for the commission members, I think the basis of this statute of the procedures is based on California, if I'm not mistaken.

That's correct. MR. McMURDIE: Most -- the procedure is adopted from the California statutes, as far as the three phases and how it is implemented. we adopted our own substantive law to apply into the procedure.

MR. HASTINGS: I'm kind of confused. Ιs there some situation where the jury actually determines to impose life or natural life, or is it just they determine that one of those two are the appropriate punishment, and then it goes to the Judge?

They decide MR. McMURDIE: That's correct. 24 whether it's going to be death or life. It's up to the 25 Judge to determine whether it is life or natural life, but 1 they have to be instructed on what would be the life 2 options, even though they wouldn't make the ultimate decision.

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MS. NAPOLITANO: Paul, could you explain for the commission how this bill would handle victim impact statements.

The bill tracks language that MR. McMURDIE: is presently in the law in Arizona, in that Victim Impact Evidence is permitted at the Penalty Phase, but the victims would be instructed that they cannot make a 101 11 recommendation on the ultimate penalty. That's not appropriate. It can be an audiotaped victim impact statement, a written statement, or it can be actual live -- a live presentation.

> Harold? MS. NAPOLITANO:

MR. HIGGINS: How many other states that have the jury sentencing provided for repeat penalty phase 18 trials for different juries rather than one crack, and if you don't make it, you lose?

MR. McMURDIE: There are a number of states that do allow for that. More other states it's just it 22 hasn't been litigated. I'm not sure if that's -- we couldn't find anything in their statute or in the rules or in their case laws. I'm not sure if it just never happens 25 or what is the procedure. There are -- but as I've said,

1|there are several states that have specifically ruled on 2 the issue and said that it can, if it's a hung jury. Other states go the other way. That's obviously something that is up for debate. MR. HIGGINS: So in cases where the 5 aggravating factors in particular depend on evidence 61 presented in trial, we would be essentially looking at 7 retrying the whole case without the new jury determining 8 quilt or innocence; is that correct? MR. McMURDIE: That's correct. Anything 10 that you want to prove in aggravation that came from the 11 trial, if you have impaneled a new jury, that evidence 12 would have to be re-presented. 13 MS. NAPOLITANO: Other questions? 14 MR. STEIN: Yeah. I note that the 15 Supreme Court review has been changed from the way it 16 currently is. What was the thinking behind that? MR. McMURDIE: Two things. First of all, 18 19 the independent review is inconsistent with jury sentencing. Also it's a higher standard to say that the 20 person has to find beyond a reasonable doubt that the 21 error that happened below didn't infect the jury's 22 verdict. 23 24 So actually, what it is, we eliminated the independent review, because we believed it was

inconsistent with jury sentencing and specifically put in a higher standard that that was the standard that they would have to review in deciding it once they found error. 3 MR. JOHNS: Paul, what is the thinking on 4 the audiotaped statements? They are going to be 5 introduced at the penalty phase? MR. McMURDIE: Victim impact evidence would 7 be admitted. At the penalty phase? 9 MR. JOHNS: MR. McMURDIE: Correct. 10 MR. JOHNS: What about the right to 11 confrontation? 12 The right to confrontation MR. McMURDIE: 13 does not exist at sentencing. 14 Even though the jury is going to MR. JOHNS: 15 16 make a determination based on evidence so that the person who is going to be possibly sentenced by the jury has no 17 way to confront those witnesses with what they say? 18 MR. McMURDIE: You don't have a right to 19 cross-examine the victim at sentencing. What you have a 2.0 right to do is -- it's satisfied, the Defense has an 21 opportunity to explain or deny the information. 22 as long as you were given the information beforehand so 24 that you could --25 MR. JOHNS: What if they have new

1 information that they give on the stand or as they are giving their statement. Would they stop the trial and 3 investigate that? MR. McMURDIE: Obviously, if it was so 4 detrimental, that would be something you could --5 MR. JOHNS: What is the precedent for that? 6 Is there another state that does that? 7 MR. McMURDIE: Most states do that, 8 especially in light of Payne versus Tennessee. 9 MR. JOHNS: With jury sentencing? 10 MR. McMURDIE: Yes. 11 MR. JOHNS: Do you know of a case? 12 MR. McMURDIE: Payne versus Tennessee. 13 Besides that. MR. JOHNS: No. 14 Payne is specifically the one 15 MR. McMURDIE: 16 that says that they have that right to present victim impact. And then Williams versus New York is the case 17 that says there is no confrontational right at sentencing. Later on they explain Williams to say that it means you have the right to explain or deny evidence. So they can't put on secretive information, but as far as the right to 21 22 cross-examine or confront in that matter, there is no consistent way. 23 MR. HASTINGS: Just on the same -- on the 24 same line, if the victim takes the stand to testify as

opposed to a written or taped statement, is there a right to cross-examine?

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There is an Arizona case on MR. McMURDIE: point that says that if the victim or anyone testifies, then at that point in time, there was that right. would be a due process argument to be made that if the victim subjected themselves to that, it would be up to the discretion of the Court.

MS. LELAND: This is Gail Leland from Tucson.

> MS. NAPOLITANO: Yes, Gail.

MS. LELAND: Hi. Sorry I couldn't join in person today. I had a question about that. If the victims want to make the victim impact statement orally, personally, however, they don't really want to be sworn in 16 and use their statement as testimony, there doesn't seem to be any -- sometimes they are sworn in, and sometimes It just depends on the judge. I wonder if that can 18 | not. 19 be clarified a little bit more.

MS. NAPOLITANO: Paul?

MR. McMURDIE: This doesn't substantively 22 change what was already in current statute. There is 23 nothing that would require a victim to be sworn in to give a victim impact statement. There isn't under the current That's something that if people believe is important

1 to make that type of distinction, obviously that's
2 something we could address. We just didn't address it in
3 this bill.

MS. LELAND: It has been that a couple times that they were sworn in and had no idea why, before or even after the trial, but just so that I'm clear on what we are doing here that if they choose to give a statement orally to the court in person, that doesn't necessarily mean that they are -- would be under the obligation of being cross-examined.

MR. McMURDIE: I think Justice Moeller had a question.

MS. NAPOLITANO: Justice Moeller?

under the impression that when Furman came along many years ago that those defendants that were sentenced to death under an unconstitutional scheme at the time of their crime, could not thereafter be sentenced to death.

Now, maybe I'm wrong about that. What does your research show about the efficacy in this whole process of enacting a statute years after the fact and then sentencing defendants to death under it when the statute didn't exist at the time of the crime?

MR. McMURDIE: Oh, I'm sure John Stookey would want equal time on response, but Dobert versus

1 Florida, that's exactly what happened. The State of 2|Florida had a statute that was declared unconstitutional, 3|but the penalty remained the same. They changed their procedure, and then applied the procedure retroactive to his case, and the Supreme Court said that was okay, 5 because the penalty had not changed -- the ultimate So the procedure --7 penalty. JUSTICE MOELLER: And when was that case? 8 MR. McMURDIE: That was after Furman. 9 MR. JOHNS: So in 1979, I think. 10 JUSTICE MOELLER: Okay. 11 MR. McMURDIE: And this Court, our Arizona 12 Supreme Court, has recognized Dobert as controlling law in 13 subsequent cases. 14 MR. CARDENAS: Jose Cardenas. If the 15 16 changes are regarded, though, as substantive, wouldn't 17 that make a difference? That's why we didn't MR. McMURDIE: Yes. 18 change the aggravators, and we didn't change the 19 20 mitigators, because we didn't want to make a substantive 21 change. What about the standard of JUSTICE MOELLER: 22 That's been changed. 23 review? MR. McMURDIE: Well, actually, it's been 24 25|heightened, and that's what the courts look at. As long

1|as the procedure is a mitigant to the defendant and -- a 2 finding that has to be beyond a reasonable doubt, in my estimation, would be a heightened change in the standard of review.

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JUSTICE MOELLER: Well, except that under the old regime, the Supreme Court independently re-weighed all these aggravators and mitigators and independently And under this, they must affirm, unless the 8 decided. jury has abused its discretion, as I understand this Is that substantive? 10 | language.

MR. McMURDIE: I don't believe it is substantive on the standard review. I don't think it would be substantive on a standard review from the actual decision, especially since we are going to jury sentencing.

MS. NAPOLITANO: Let me just -- then, John, I will call on you. But there are -- we have to, I think, keep in mind that we have several categories of defendants.

One is the category who are on death row now, but in some form of direct appeal, of which there are 31 -- 29 on direct appeal and 2 that are pending resentencing.

Then we have all the others on death row who are in some form of review or may have even exhausted all

of those procedures. 1 Then we have all the people that are 2 currently in the system either awaiting trial, in trial, 3 or awaiting sentencing. 4 5 Then we have people who either have not yet been charged or death noticed or, you know, for the 7 future. So we have to -- I think with particular 8 respect to the 31 and to the other 100 or so that are on 10 death row now, I would anticipate that those retroactivity questions will be litigated very heavily. I think part of 11 the Legislature's challenge is to put into place a law 12 that will withstand constitutional muster as much as we 13 can divine what that is in these times for going forward. 14 John, you wanted to make a few comments. 15 16 John Stookey. MR. STOOKEY: I wanted to apologize for 17 I had a plea agreement this morning in the 18 being late. 19 East Valley that took longer than I would have thought. We can certainly talk more about this. 20

If you take a look at the Ring decision 25 itself, the Ring decision seems to turn on the idea that

procedural that there is a lot of work that's being done

think on the issue of whether it's substantive or

on that front and questions dealing with that.

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we really are talking about elements of a crime, the crime of capital murder, and that those elements need to be found by a jury and that that kind of elemental analysis has always traditionally been considered, I think, at least when we talked about this in law school as a substantive law matter as opposed to purely a procedural matter. So I think that there will be questions about that, exactly the issue that you are talking about.

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MR. McMURDIE: I'm not giving reply. I'm just pointing out that this is not the first time our statute has been declared unconstitutional. It was after Lockett versus Ohio. And after the Legislature made changes in Lockett, they were applied retroactive to those cases that were on review and also those cases pending in the system.

MR. JOHNS: I have a question --

MS. NAPOLITANO: Let me just, for the committee members or commission members, I know we can have a debate about this, but I suspect that particular point is going to be litigated and decided by the Courts.

MR. JOHNS: Has anyone thought about the cost, then? Let's say you are right, and all of these people, it's just a procedural change, and you have to go back and retry anybody who is under a death sentence that was illegally imposed. Has anybody thought about what the

1|impact financially would be? I think Paul? Paul Ahler? MS. NAPOLITANO: 2 the Maricopa County has the greatest number of cases 3 impacted by this. MR. AHLER: No. We don't have a specific 5 number, but we are preparing right now an agenda item to go in and get additional resources to deal with this case. So we are hoping to add several staff to deal specifically with the cases that will come back for resentencing. 10 not sure what the final dollar number will be, though. MS. NAPOLITANO: Do you think, Paul, that --11 is it anticipated that you will resentence every current 12 case, or are you going to look at it as a case-by-case 13 analysis? 14 Are you referring to the cases MR. AHLER: 15 161 that are in the system right now? MS. NAPOLITANO: All the cases already 17 sentenced is what I'm talking about. 18 Of course, we don't know what 19 MR. AHLER: the Supreme Court is going to do, our Supreme Court, on 20 the 31 cases you described so, but we anticipate a number of those coming back for resentencing. So we are gearing 23 up for those.

cases independently to see if we still have evidence to go

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We plan on looking at each one of those

Some of them, I think we will. Others we will 1 forward. 2 probably have some problems with. We may have to just agree to a life sentence, but it will be on a case-by-case basis.

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I know it's not your job to MR. JOHNS: advocate for the public defender's office, but as usual when you go in and get more staff, we don't get any. someone ought to consider the fact that there will once again be more of a lopsided resource issue that puts a lot of strain on the system, and it's not just getting more It's getting more qualified lawyers who can prosecutors. handle these cases at the penalty phase.

Chris, I know this issue was MR. AHLER: brought up at a justice meeting, which is Policy Makers of Maricopa County, and Judge Campbell did specifically indicate to Dave Smith that he thought both the Prosecution and the Defense would need additional resources to deal with this.

> MS. NAPOLITANO: Peg?

DR. BORTNER: In terms of the -- and I don't know whether we would use the term "education" or "information" for jurors regarding aggravation and What kind of a process would that statutory mitigation. entail in terms of their need to understand the, you know, what is -- what really those entail.

The way the system works is MR. McMURDIE: 1 simply that the jury would be limited to jury 2 So it would be -- they would be instructed instructions. what constitutes an aggravator, what is the definition of the mitigators, and the ultimate mitigator simply anything 5 that the jury believes is something that should call for 7 leniency. Just so I'm clear, Paul, as I MR. KIMERER: 8 understand it, it would be a new jury that is being selected to determine the phase, or are you using the same jury? It should be the same jury, correct? It would be the same jury, MR. McMURDIE: 12 unless that jury became hung at some point in time in the 13 14 process. Then the same jury, I take it, MR. KIMERER: 15 would then be placed in a situation where they would be 16 instructed as you go into the penalty phase, so then the 17 different burdens of proof, preponderance, plus beyond 18 reasonable doubt would be given to them. That is the 19 California system now, as I understand it? 20 MR. McMURDIE: Yes. 21

part of your answer to the first question about information for the jury, did you say we would give them

Jose Cardenas.

The first

25 instructions that define what the different aggravating

MR. CARDENAS:

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circumstances meant?

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MR. McMURDIE: Yes.

MR. CARDENAS: Is there any proposal to develop a set of standard instructions along those lines? There isn't. I'm not aware MR. McMURDIE: of any right now. Obviously, until the Legislature acts, it seems pretty -- I don't know. I don't want to use the term "silly" to spend hours and come up with an instruction and then to have the Legislature just make a change, and then we have wasted all our time.

It seems that the natural progression is that the Legislature would adopt whatever it is that they Then, at that point in time, the are going to adopt. State Bar Jury Instruction committee, obviously, would take that up. APAAC would obviously take it up. I'm sure 15 that criminal justice groups would take it up and that we would hammer out where it should go.

MR. STOOKEY: On that point, if I could, I think that all of those steps that would obviously need to be done would certainly counsel against, even when the statute is passed, having an emergency clause on it that says it goes into effect the next day. I'm not sure anybody -- I can speak for me. I'm not going to know what to do the next day. I don't think there is going to be rules. I don't think there is going to be adequate

funding.

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For example, under the statute, the 3 | mitigation and aggravation hearing will happen, quote, unquote, "immediately after the trial is over." has traditionally been done in this state, which is that we appoint two lawyers. We get a mitigation specialist involved, but we all know that in reality much of the aggravation and mitigation work, at least, was done after That's not going to happen anymore. the trial is over.

They are going to have to be from Day 1 That's a total hitting the ground running on mitigation. change with regard to how Defense is going to be done. And I think probably with regard to how Prosecution is qoing to be done. It requires training as to be able to do that, I think.

And thirdly, it requires the money to be able to do it. It really is a different system.

Along that line, which was my MR. JOHNS: question about why you chose the word "immediately." mean, what -- are you putting any discretion in the Judge I mean when you say "immediately," do you mean at all? The next hour? that day?

Actually, I looked at a lot MR. McMURDIE: of different statutes and a lot of different court rules. No state that has jury sentencing allows for an amount of 1 time after the jury verdict. Some say "forthwith," some say "the next morning," but there is -- "immediately" to me, meaning as soon as practicable, and it doesn't have to be the next second, but at some point.

MS. NAPOLITANO: I thought "immediately" meant "forthwith."

> There you have it. MR. McMURDIE:

MS. NAPOLITANO: Mike?

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I join in your concern about MR. KIMERER: the immediacy problem, because we have proven here at this commission that we live in a culture where we are just learning how to use mitigation specialists from the beginning, and it's been one of the criticisms of the system that we haven't done that. So our culture is programmed to have this delay.

So under the present system, we are going to have to do it immediately, and we are just not equipped, I don't think, to do that right away until we get some things in place. That's the reason I asked the question about the different steps.

We are talking about really a huge change in the system and how we are going to operate in a murder case, and I just don't think it's something you just blindly rush into and the next day start deciding death penalty on the basis of what the Legislature is going to

do tomorrow. It's something we need to think through carefully. 2 Maybe I missed this, or MS. YANKOWSKI: 3 maybe Harold addressed this already, but are there other 4 states that have this provision for a retrial if there is a nonunanimous -- and has that been held constitutional by the Supreme Court? 7 MR. McMURDIE: Yes and yes. There are other 8 states that do that and -- the US Supreme Court, I don't know if it has ruled on the issue, but all of the circuit 10 courts have ruled on the issue that it's all right. 11 MS. YANKOWSKI: But the United States 12 Supreme Court hasn't ruled on it yet? 13 MR. McMURDIE: Not that I'm aware of. 14 15 MR. STOOKEY: I think that Paul exactly stated the law correctly on this issue, but I think 16 particularly one of the things we all ought to be thinking 17 about is, is this good public policy when it comes to a 18 death penalty statute, whether it's constitutional or 19 unconstitutional. 20 Think about this, or at least I have thought 21 22 In an era when we are concerned about wrongful convictions, we are concerned about people being wrongfully sentenced to death like Mr. Crone (phonetic),

does it make any public policy sense to say that when the

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1|first jury that heard the whole case can't unanimously 2|find death, that we are going to send them home and bring 3 in another jury? And if they can't find unanimously death or unanimous life, we are going to send them home and bring in another jury? I think that's an invitation for wrongful sentences.

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And certainly, there are states in the country that would say if the first time around you can't 9 be unanimous about death, then it's life. That's the 10 default option.

The other aspect is, as a taxpayer, I can't figure out how in the world -- how much that's going to cost, because I know, and I know my colleagues here, if we 14 have to go to a second jury, that's going to be a whole 15 new trial, because this is going to be a jury that has 16 never heard anything before. It's not going to be a simple mitigation hearing or aggravation hearing. It's going to require us to educate that jury.

Plus, I think it's going to be a strange and wonderful thing to figure out how we are going to 201 voir dire that new jury given that the media will have already covered the trial and the original sentencing 22 So, again, I think we ought to think about outcomes. this, not simply as a constitutional matter, but as a public policy matter. Given what we learned about the

death penalty in Arizona, is this something we think is a 2 good idea?

Paul, Jose Cardenas again. MR. CARDENAS: The first one may have been answered have two questions. by John Stookey, and that is, are there states whereby statute a hung jury on death means a life sentence? As I indicated earlier, Yes. MR. McMURDIE:

there are.

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Then second, the elimination MR. CARDENAS: of independent review by the Supreme Court, is that based on the California statute?

MR. McMURDIE: No state has independent review other than Arizona.

> MR. CARDENAS: Okay.

Paul, I'm wondering with JUSTICE MOELLER: 16 respect to the effort to make this statute retroactive to these 31 or maybe even possibly more, instead of prospective only, I'm wondering has any attempt been made to discuss it with victims or organizations that represent victims. Some of these people have been in litigation now And if this is for 5, 10, 15, probably 20 years. attempted to be made retroactive, they will be buying into 23 another generation of litigation, even if it's completely My question would be, have any of them been talked legal. There might be some that would not be very interested

in it at this point.

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MR. McMURDIE: There has been discussions with victims' groups. I haven't heard any victims' groups that were in favor of simply allowing those people that have already been sentenced to death to get a life sentence.

JUSTICE MOELLER: But there have been discussions with victims' groups?

MR. McMURDIE: Oh, many.

JUSTICE MOELLER: Has it been explained to them that this is very problematic legislation that will result in God knows how many years of litigation?

MS. NAPOLITANO: If I might interject, don't you think -- and Paul, McMurdie or Ahler, tell me if I'm wrong, but don't you think that there will be, with respect to each individual case, some discussions through the victim witness offices, either in our office or yours, with the actual survivors as part of the decision making process on how to proceed with the case?

MR. AHLER: Absolutely. That's a factor we take into consideration on every case. We are already getting calls from victims on death row inmates wanting to know what will happen in their case. So all I can say is from our perspective, Maricopa County, we are going to be looking at each case individually to see if we have

1 sufficient evidence, and if it should go forward with a 2 new sentencing on those cases.

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I also wanted to point out -- Paul, please correct me if I'm wrong, but I think the legislation also requires that if the jury hangs a second time, then the Court then has the option to give a life sentence.

> MR. McMURDIE: That's correct.

MR. AHLER: Okay. I think that's under Subsection G, but I'm not sure what -- 70304.

MS. NAPOLITANO: Other questions, thoughts?

MR. STOOKEY: I would like to pass around some issues that I think are relevant to our discussion on I think we have talked about issues of how the this. 14 statute is structured itself, but from my perspective, one of the biggest concerns with this statute is what is not 15 l 16 l in it, and what appears to not have been thought about with regard to how the structure -- how the statute ought to be structured.

I, simply, for my thoughts have tried to lay down some things that I guess I would like to have us consider in terms of whether this is a statute that is appropriate or inappropriate, whether it needs changes or not. Again, not simply in terms of what is in there, but what is not in there.

We talked a little bit about it, and I tried

1 to lay out some issues that made sense to me that I thought we ought to evaluate this statute, recognizing that simply going from judge sentencing to jury sentencing is not as easy as just plugging in the word "jury" every place the word "judge" used to be. It's a complex set of questions, and I tried to outline what I thought were some of the complexities. We ought to try to ask ourselves whether this new system is going to increase or decrease what we already have as a pretty high reversal rate. do we think is going to be the consequences of that?

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I think we also need to evaluate it from a perspective of, is it going to increase or decrease the potential problems with regard to wrongful sentences, and then how much is it going to cost?

Again, on pages 1 through 3, I laid out some issues that I would like to propose that our commission look at, that we talk about. I think we are uniquely assembled to address these questions. I don't know what the right answers are. I just think we ought to look at these, and that given the knowledge we have all accumulated over the last two years, that we ought to share that knowledge with the Legislature before it makes a decision about how to proceed.

So on the complexity issue, for example, I think we do need to take another look at the cruel,

heinous, or depraved aggravator, and ask whether it needs to redefined in the context of jury sentencing, or can it be handled by jury instructions? Does it need a new statutory definition?

Illinois, for example, came to the conclusion in their commission that they needed to narrowly define that term for the jury, because that was a source of great error. We have data to talk about that issue. Again, not so much of what was the old system, but is this new system going to make it worse or make it better?

Similarly, the statute assumes that the jury should do the actual sentencing. Maybe that's right, but that's not what Ring says. You don't have to do it that way. You could have a system, for example, where the jury recommended, under Ring, the sentence. If the jury recommended life, that's the end of the story. If the jury recommended death, the Judge could reevaluate it.

Alternatively, if you wanted to, you could have a system under Ring where all the jury did was find aggravators, and then the Judge did all the weighing and the ultimate sentencing. Again, should we do it that way? I don't know, but I would like for us to talk about it.

Does the Enmund Tison felony-murder rule have to be found by a jury? We don't address that. I

1 think, if you look at the way Ring was argued it, it was 2 purposely not dealt with because of the legal strategy in that case, but certainly Justices on the court indicate that they are going to be considering Enmund Tison again in the next year. I think there is no doubt of that. if we don't think about this, we may be structuring a new statute that may be found unconstitutional again.

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People have said repeatedly that they are worried about juries being more inconsistent than Judges. If that's a worry, why wouldn't we put proportionality review into the statute and try to address that issue? Let's talk about that.

We talked about the jury rules here. Wе 14 have talked about the appellate review. We haven't talked 15 about this statute doesn't put aggravators into the 16 indictment. As most of you know, the United States Supreme Court accepted the Alan case two weeks ago where they are going to address that very issue in post-Ring terms as to whether the indictment needs to contain aggravators or not. It's under the Federal statute, but it's a due process argument that can have equal applicability to states.

Then this whole issue of the retroactivity. 24 Again, I would urge and have us think about each of those What does the statute do with regard to issues.

reversals? We know what our reversal rate is. Our commission has told us. Our data that Dr. Bortner has collected is that we have a 50 percent reversal rate. Of the 228 people sentenced to death in Arizona since 1973, 50 percent of them have had their conviction or their sentence reversed at least once. Is this going to be a statute that is going to make that number worse or better? I think we ought to think about that.

Avoiding wrongful convictions. We know

Crone was wrongfully convicted. We have data here that we have produced that deal with individuals that have been -- had their convictions overturned. We can dispute or talk about whether that means they are innocent or not.

Again, Illinois, in response to that, went to a very different kind of system. They narrowed aggravators. They did other things to try to eliminate error. We haven't done any of those things.

Then, finally, the fiscal impact. The moral, I guess, of my story is, I don't know at this point whether this is a good or a bad statute, because there are so many issues that we haven't considered, and I would hope that we would.

MR. CARDENAS: This is Jose Cardenas. I would join in the suggestion, and I can tell you that I'm very troubled that we would not define aggravators and at

the same time limit Supreme Court review, the abuse of discretion.

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And I think at a minimum, we would want to follow -- this is a different point. We would want to follow the lead of the states that have by statute said you get one shot, that prosecution does with a death If the jury is hung, that means life. sentencing.

MS. NAPOLITANO: I think it's fair to say there is disagreement around the table about some of this. I think the question for us is how we wish to proceed, because in the world out there, this train is going to leave the station fairly quickly, in part, because it is my understanding that a number of defendants are now pushing for their speedy trial and sentencing rights to take advantage of the fact that the current statute has 16 been disallowed. So that in and of itself requires us to act with all deliberate speed, but I agree with you, John. There are lots of issue here underlying the statute.

Here is what I would propose that we do. Let's see if it meets with the commission's approval. Obviously, some of us have been deeply immersed in Ring issues for a while, and some of us have been lucky enough not to be deeply immersed in Ring issues for a while.

Some of us have really thought about the 25 role of the jury. And I think that the point that was

1 made about you have to be ready to try your case and your sentencing on the first day your trial begins is a major change in this state. No longer will you have that big delay between conviction and sentencing. If you are going to keep the same jury, you really need to move forthwith -- which is a word I really like, by the way.

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What I would suggest that we do is -- and in light of the fact that some people were not able to be here today, is for me to circulate in writing kind of just a facts ballot to take the sense of the commission, asking some fundamental questions.

Do you believe that we should have, what I would call, pure judge sentencing or some kind of a hybrid system where the jury makes a recommendation and the judge passes sentence? Do you believe that there should be a bounce back to another jury? Should there be a hung jury in the first instance? Do you believe that statutory definitions need to be changed, or can some of these things be dealt with through jury instruction? What practical problems, if any, do you see with the proposed bill? What changes would you make to it?

Then collect all of those and make all of that information available to the Legislature, so that we 24 use the commission as a way to funnel the views of the various stake holders here to the Legislature, not by any 1 means suggesting that you can't go to the Legislature yourself or through your own groups, but simply to see what the temperature of the group is. Is that acceptable to everybody?

> MR. JOHNS: Yes, to me.

In fact, we have a meeting MS. NAPOLITANO: of the commission that was set for, I believe, a week from today, if I'm not mistaken, which was to take up some of the more policy-oriented issues arising from the data. 10 And if we could circulate kind of this straw ballot and have it by the end of the week, we can make the results known to you by Monday, if that would be acceptable to everybody.

Lee?

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MR. STEIN: I guess my concern is that -- I wonder what the value of the straw ballot is, except sort of just giving numbers of what people think about these issues without us having the opportunity to talk about --I mean, this is the first time this body has considered the issue of a jury hearing, the sentencing phase. without having the opportunity to see what the experience 22 has been in other states and to talk about it, I wonder what the value of that is. I understand the pressure of the Legislature is going to move whether we move with them I don't quite know how to accommodate those two or not.

1|things except I'm not sure what we will learn.

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MS. NAPOLITANO: Do your research quick, I'm telling you.

MR. STEIN: I wonder whether a smaller group of this body could get together and try to address some of 6 these issues in short order.

MS. NAPOLITANO: Well, I think -- and Judge Cole, tell me if I'm wrong, but some of these issues 9 were discussed earlier this year.

> JUDGE COLE: Sure. Yes.

MR. CARDENAS: Jose Cardenas again. Two things, one with respect to your last comment. some of these issues were discussed, but I think they take on a whole different shade when we are talking about this in the context of jury sentencing and, specifically, the aggravators.

Second, I just want to clarify. Are you suggesting that the commission itself would not formerly take a position on what we should do and that in lieu of that, you simply would share with the Legislature what the thoughts of the individual members of the commission are?

MS. NAPOLITANO: Jose, what I'm suggesting is something short of that, and that is to see whether the 24 commission indeed has a view, or whether there is any room 25 for consensus in the commission at all, or whether we are

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What I'm suggesting is, rather than take votes today, which I don't believe the members are prepared to do, we try to do that by fax or e-mail, what have you, so that we can get a sense as to is there a core of agreement on some principles and a core of disagreement on others and then proceed to the Legislature, if we can.

MR. CARDENAS: If, for example, you come up with a core of agreement on the procedure with respect to impaneling new jurors. Let's say the majority of the Would that commission says that that's not a good idea. be presented to the Legislature, then, as a recommendation of the commission?

MS. NAPOLITANO: I think what we would do, Jose, is yes, but it would be like the other recommendations of legislation where if there has been a dissent, we also make the dissent available to the Legislature.

I would just think at a MR. CARDENAS: minimum, we should try as a commission to see if we can't come to at least a majority agreement on all of the issues that John raised.

Well, I think some of the MS. NAPOLITANO: 24 issues I would suggest are really broader than the Ring 25 issue itself, but I do think we can put together a list of some fundamental questions and see where we are at.

Tom?

SENATOR SMITH: It appears to me that it would be much better to come to the Legislature with some type of consensus focused on the Ring decision, because if you come to the Legislature and say, "Here is all the problems. Solve it for us," you don't know what the heck is going to happen.

So there should be some type of agreement on a bill that's been posed. You have got a much better chance of getting something through that everybody can live with. I think that's what we are aiming for.

Again, keep it focused on what happened with the Ring decision, how we can implement within the State of Arizona, not broaden it out to extemporaneous issues.

MS. YANKOWSKI: This may not be politically popular, but I would also like to see included in this fax a question to each of us about whether we think that Ring can be solved in terms of pending cases. Is it possible to go back and do what this Legislature is proposing to do now, in other words, solve all of these issues with respect to the cases that have already been sentenced under a scheme, which has just been found to be unconstitutional?

MR. KIMERER: One of my concerns is that I

1 think the value of this commission is that it's been a body of people that reflect the sentiment and the feelings and the values in the community of people in an area, so when this committee does come up with some kind of an opinion, it's a pretty good cross-census, and it's been studied and looked at, and it carries some weight.

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I'm afraid given this situation that we have with the problems that we see that are coming out of the 9 Ring case, that all of a sudden we are just racing to come up with some kind of judgment for the Legislature, because they have to rule. I think we hurt our credibility in the long run if we just try to shoot something to them so we can give them something from the commission.

A lot of these problems are really Like Jose said earlier, just 15 significant problems. because we look at some of these things, I'm starting to think, well, boy, we have to go back and rethink some of our decisions in light of throwing it out at the jury, because it throws a whole new variable in the way cases are tried and handled that we really need to take a look at.

I think we need to come with a well-reasoned, thought-through decision from this commission, and not something we just throw together, 25 because the Legislature is going to act right away.

MS. NAPOLITANO: Jim?

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Has anybody given any thought at MR. BUSH: the upper level of what is going to happen if the Legislature can't agree? I mean, you know, this is election time. I can't imagine that many of these people want to consider this issue let alone stand up and vote on They had a hell of a time with the budget. That's chicken feed compared to this from a political standpoint, in my opinion.

I don't think there is going to be a lot of thrills in candidates' minds about meeting to vote on this It is complicated. It has already been said, you issue. know, it's -- I guess if I were the present governor, I don't know that I would want to call these people into session and have them sitting around not able to agree again.

What is wrong with the notion that this 18 matter is so complicated -- it isn't a question about weather we are going to vote against capital punishment or not, although that's going to enter into it. That's going to be part of it. It isn't that simple. If it was that simple, you would send it to the people, because that's something that they could vote on.

It seems to me that as complicated as it is, there is some merit in her saying that this matter needs

1|to be postponed until we get a new Legislature who are going to be there, the people who are elected, and that this body, or some body, comes up with some specific recommendations.

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If you ask me, I don't have any objection to what you proposed as far as sending out things, but I'm certainly not an expert at it. And I guess -- I don't 8 know how good my views would be in one week on some of these questions, but I guess I'm -- what is the harm in saying, "We are not going to consider this right now. are going to postpone this bill until new legislature comes in"?

MS. NAPOLITANO: Paul?

I certainly agree that we have MR. AHLER: to have something that withstands constitutional muster, but there is an urgency to this, and it's not just the guys that are on death row right now, which is 130. have right now in Maricopa County alone, 52 cases that are death alleged pending trial. We have 10 that have been convicted that are pending sentencing, and we need some guidance on what to do with these cases. We can't wait for six months or a year for the Legislature to answer this issue. We need an answer quickly.

I hadn't thought of that. MR. BUSH: thinking of people that are on death row that have already

That is a problem. 1 been convicted. I understand. I would just echo what Paul MR. HASTINGS: 2 We have been at this for two years now. just said. 3 can't wait another two years. Last week we had one case that the Judge continued, because of the decision, that was set for trial. There is some urgency here. MS. NAPOLITANO: Let me ask -- Ken Catani 7 Have you had a chance to talk (phonetic) is in the back. 8 with the capital litigation units in the other states that 10 also disallowed under Ring? MR. CATANI: I have spoken to two or three. 11 They are in the same process, coming up with legislation. MS. NAPOLITANO: And are those states 13 planning upcoming special sessions to deal with the Ring 14 15 issues? One state is, but they didn't MR. CATANI: 16 17 have any specifics. MS. NAPOLITANO: John? 18 MR. STOOKEY: I just think that it would be 19 sad if this group, which I have so much respect for after 20 for two years and diversity of views, didn't have the 21 opportunity to fully weigh in on these important issues 22 before we went to a new system -- weigh in in a meaningful 23 I understand the pressures, as well, but I don't 24 way. think we can meaningfully do that in a week. So I would

just respectfully ask that we try to take advantage of the perspectives. There are many people around the table that I don't know what they think. For example, Steve is not here today. I don't know what the victims' community thinks about some of these issues. I'd like to know that.

MS. LELAND: This is Gail Leland from Tucson, Arizona.

MS. NAPOLITANO: Hi, Gail.

MS. LELAND: Hi. I have a meeting scheduled for this month with victims, those that have cases that are pending sentencing that were on hold because of Ring, others awaiting trial, others that the defendants are on death row.

So there is a lot of concern and a lot of confusion right now. Victims right now want answers on how this is going to impact their particular case. I think their main concern, their most urgent concern, is that the -- that they don't want the sentences of those that are on death row just to be commuted. They don't want this to be a decision made because of money, and they don't want to keep going through this, but it doesn't seem to matter whether it's this issue or another one. Appeals just seem to be part of -- one of the things that victims have to endure in capital cases.

So I don't get the feeling that they just

1 want to say, "Oh, well, just forget it. Give them life, 2 because this is too hard. They want justice. And I will be willing to share any information after we have this meeting with our Tucson families.

> MS. NAPOLITANO: Senator?

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SENATOR SMITH: I would like to reemphasize again that when this issue comes to the Legislature, it If there's a lot of should be with a united front. dissension among the legal community about what to do, it being an election year, as Jim has said, it's going to be an impossible task to get a bill through the Legislature.

I think if they can say, "This came to us from the legal community, and it's got the support of the legal community, we can get it through," I think when they call a special session, it's going to be with the understanding they have got the votes in order to get the 17|bill through.

MS. NAPOLITANO: Yes. I believe the Governor has asked that whenever they have a special session is to see if they have enough in the emergency fund provision as well as anything else.

Let me say, given all these very erudite comments on a very complicated issue, in the realities of some time constraints, because of the pending cases in the Superior Courts in large part, let me tender another

suggestion to the commission, and that is, that the bill before you now was a bill that APAAC endorsed unanimously last week, that we refer the bill to the trial committee to examine and report back to us next week so that we -we already have a scheduled meeting of the commission on the 15th with whatever recommendations the trial committee would have on the bill and put that in a form so that the full commission could discuss it, and if not vote, schedule a time for a vote.

What do people think about that? So then there is time for a little bit more in-depth discussion of some of the issues that have been raised. Also I think every day we learn more and more about what is going on in different states, and that's always helpful knowledge.

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MR. JOHNS: A week from today? A week from today, you are saying?

MS. NAPOLITANO: Well, the reason I say that, Chris, is because we had scheduled a meeting on the 15th anyway to go through the latest data and also to look at a host of public policy things.

My suggestion is that since we already have 22 that scheduled we take advantage of that time, because I do not believe that we have months to study this issue. 23 l just -- I have done a fair amount of phone calling around to see what kind of time we had. I just don't think we

1 | have much time. MR. KIMERER: Could the directive be just to 2 focus in on this bill here and our thoughts about the 3 proposed bill? 4 I think the bill gives you MS. NAPOLITANO: 5 a good -- yeah, because that way you could focus a 6 discussion on do you want hybrid or pure jury sentencing? 8|Do you think there are issues with the bounce back provisions of the bill? What about the standard review 10 issue that has been raised? MR. JOHNS: What about proceeding on both 11 I mean, also doing your e-mail and/or the fax levels? poll as well as having the committee look at it? One of the problems is, for me anyway, I will be gone most of the week and won't be back until Sunday. So it gives me 16 limited opportunity to get some in-put in, but what about doing both things as well? 17 MS. NAPOLITANO: We can do that. We can do 18 that. 19 So that there is a double MR. JOHNS: 20 opportunity to everyone to participate as well as the 21 trial committee and anyone who wants to attend that meeting, but also do the straw poll. 23 To see what the temperature MS. NAPOLITANO: 24

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is.

MR. JOHNS: Yes. 1 MS. NAPOLITANO: Judge Cole, is that 2 something you think could be pulled together? 3 JUDGE COLE: I don't mind giving that a try. 4 Frankly, though, I don't know that I would want to limit 5 I think I would want to the discussion just to the bill. go ahead and wrestle with some of the questions that John Since I anticipate him being there, he will raises. probably want us to do that. I can try to put this together. I can't 10 tell you given people's vacation schedules, and so forth, how much luck we'll have, but I'm willing to try. In the states that have MR. CARDENAS: 13 declared moratoriums, specifically Illinois, had that just 14 been on carrying out executions, or has it extended beyond 15 that? 16 MS. NAPOLITANO: I don't know the answer to 17 Does anybody know or, Paul, do you know? 18 that. It's just been in carrying out MR. CATANI: 19 They continue to impose death sentences. the executions. 20 MS. NAPOLITANO: Jose, the answer is, it's 21 They continue to impose sentence. just on the executions. 22 MR. CARDENAS: Okay. 23 MR. STEIN: I quess a modification to your 24

suggestion would be that the issues get split up among the

1 different groups, because I think this is too much for one 2 group to handle, for the trial group. Maybe the Attorney General's office or somebody else can sit down and take a look at it so we have got the benefit of the whole commission working on it -- and that we use the meeting next week as a discussion meeting to report back, and we can schedule another meeting after that shortly, within a week after that or some short period after that, where we can come to some sort of an agreement on where we are going.

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I just feel that if we just have the trial group trying to digest and make recommendations on this in a week, and then have people be able to make a reasoned judgment based on that discussion, next week is going to be just too much.

Mine is a similar friendly MR. STOOKEY: amendment as to whether we might be able to use the time that was scheduled next week to have this meeting, but invite anybody who wants to come. Then have the general meeting in a week or two down the road after that, because people we know are going to be free next Monday, so at least we can get people together.

Well, dang. MS. NAPOLITANO: Here is what I suggest we are going to do in light of all these friendly I'm going to ask Judge Cole to convene his

We will notice everybody on the commission, committee. and anyone who wants to go can go to see if they can make or bring to the table any recommendations as to what they have at least consensus on versus what they don't have 5 consensus on. We will hold and reserve whether we need to 6 have yet another meeting beyond the 15th, because we may indeed have some basics of a consensus. We may be able to hold some of the issues that John in particular has raised for later on for the regular session of the Legislature, because the Governor's call, I believe, will be very, very 11 narrowly drafted only to deal with procedural issues 12 arising from Ring, because she wants to get out of special 13 session, too, and if you open up the whole capital 14 punishment area, they could be there for a long time. So 15 we will ask the trial committee to meet. 16 17 Judge Cole, do you have a time when you think you could call that meeting and a place? 19 JUDGE COLE: This is my vacation week. I'm available the whole week. 20 MS. NAPOLITANO: 21 Okay. JUDGE COLE: How about Friday afternoon? 22 MS. NAPOLITANO: Yes. That's always good 23 for attendance in the summer. Is that going to be up in 24

Flagstaff?

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JUDGE COLE: We don't have the money to go
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   to Flagstaff.
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                 MS. NAPOLITANO:
                                 Could you meet as soon as
  Wednesday?
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                 JUDGE COLE: Depending on people's
   availability, sure.
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                 MS. NAPOLITANO: Diane, why don't we -- what
  we will do is see if we can block out a time and e-mail
   everybody with the time and place. Then we will reconvene
10 here a week from today. In the meantime this week, I will
  put together a straw nonbinding ballot. Okay?
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                 Then we know for sure, then, if we use the
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   15th to do Ring follow-up, we are going to have to have at
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   least one more full meeting of the commission to go
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   through the data, to go through what we were originally
  going to do on the 15th.
                             Okay?
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                 So there we are.
                                   Thank you all.
                                                    Anything
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  else anybody wants to add? Everybody content with that as
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  a way to move this along in fairly rapid way?
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                             Thank you all.
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                                     (11:14 a.m.)
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I HEREBY CERTIFY that the proceedings had upon the foregoing hearing are contained in the foregoing 49 pages constitute a full, true, and correct transcript of said

<u>C E R T I F I C A T E</u>

13 shorthand; all done to the best of my skill and ability.

DATED at Phoenix, Arizona this 9th day of July, 2002.

Vicki L. Champion-White, RPI Certified Court Reporter No. 50534